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CENTRAL INTELLIGENCE AGENCY

14 October 1957

MEMORANDUM FOR: Mr. Allen Evans, State (OIRA)
Colonel E. T. Seaburn, USA (ACSI)
Captain W. S. Howell, USN (ONI)
Colonel W. B. Sawyer, USAF (AFCIN 2B2)
Colonel J. M. Pittman, USA (JIG)

SUBJECT: SNIE 31/1-57: Yugoslavia's International Position

1. The attached terms of reference were agreed on at the meeting of the IAC representatives on 14 October.

2. All agencies are invited to contribute to any section within their competence to do so.

3. It is requested that contributions be received in this office by the close of business on 28 October.

William P. Bundy

WILLIAM P. BUNDY
Deputy Assistant Director
National Estimates

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CENTRAL INTELLIGENCE AGENCY

14 October 1957

SUBJECT: TERMS OF REFERENCE: NIE 31/1-57: YUGOSLAVIA'S INTERNATIONAL
POSITION

THE PROBLEM

To reassess Yugoslavia's present and future international position, particularly in respect to its relations with the Soviet Bloc, and to determine the probable effects of Western courses of action on Yugoslav policies.

SCOPE

To assess the significance of developments and trends in Yugoslavia's international relations, primarily in respect to the apparent improvement in relations with the USSR, since the publication of NIE 31-57 in June 1957. We believe that it should not be necessary to describe again the administrative and political structure of the regime, its military

SECRET

SECRET

capabilities or the national economy. However, main trends affecting internal political affairs particularly the question of unity and cohesion within the Yugoslav Communist party, popular attitudes toward the regime, and significant trends in the national economy should be included if they affect the conclusions of NIE 31-57.

QUESTIONS BEARING ON THE PROBLEM

I. YUGOSLAVIA'S FOREIGN RELATIONS

A. Discuss and analyze major developments in Yugoslav foreign policy since June 1957.

1. Relations with the USSR: How does the nature and pace of the current improvement in relations compare with previous moves in this direction? What have been the most significant developments in the process of rapprochement?
2. Relations with the Satellites and Communist China
3. Relations with the West: Have there been any changes in the Yugoslav attitude toward the West? Has there been a shift in the Yugoslav position between East and West?
4. Has there been any significant shift in Yugoslavia's position on international issues involving the US and the USSR over the past six months? What is Yugoslavia's attitude toward developments in the Near East?

SECRET

- B. What are the principal considerations which now appear to condition Tito's approach to relations with the Bloc and the West? What is the nature and importance of the following?
1. The Yugoslav estimate of the current situation and trends in the USSR; in Soviet policies toward Yugoslavia, toward the countries of the Sino-Soviet Bloc and toward the West. The Yugoslav estimate of the relative power positions of the USSR and the US.
 2. The Yugoslav attitude toward its political, economic, and military contacts with the West. What value does it place on these ties; to what extent would it be willing to jeopardize them? What is Yugoslavia's present and probable future attitude toward the Balkan Pact?
 3. The Yugoslav attitude toward its role in the "socialist world:" Does Tito foresee in closer relations with the Bloc an opportunity for independent Communist leadership? Is Tito committed to a policy which will work for the equality of all states within the Soviet Bloc? What does Belgrade envisage in respect to the forms and methods of its involvement in the Bloc affairs?

- 3 -

SECRET

SECRET

- C. The Yugoslav internal situation, particularly as it affects Yugoslavia's foreign orientation.
1. Include an examination of attitudes in the Yugoslav party concerning the USSR and present policies toward the USSR and the West. Is there evidence of disaffection within the party -- at high or low levels -- over this question?
 2. What is the current popular attitude toward the regime, particularly in respect to its foreign policies?
 3. Are there any trends in the economy which have or will have a major affect on foreign policies?
- D. What are the main factors which have or will limit a greater degree of Soviet-Yugoslav rapprochement?
1. What Soviet actions would help or hinder the process?
 2. What is the likelihood of an offer of Soviet military aid and likelihood of Yugoslav acceptance of such aid? What would be the effects if a Yugoslav acceptance or refusal?

SECRET

3. Discuss real or potential political, economic, and ideological differences and affinities between the two and the effects of Western policies and the internal situation on these issues.
 4. What effect on the Yugoslav international position and internal situation would the following have: (a) continuation of US military and economic aid at presently projected levels; (b) a curtailment of this aid; (c) complete elimination of this aid.
- E. What are the likely trends in Yugoslavia's relations with the Soviet Bloc and the West over the next year or so? Discuss the degree of closeness between Yugoslavia and the Bloc likely to be achieved, the probable general posture of Yugoslavia vis-a-vis the East-West conflict, the degree to which Yugoslavia is likely or willing to lose freedom of action.